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ABSTRACT

California is spending over four billion dollars a year to feed, educate, punish, shelter, and care for children. Numerous studies have concluded, however, that these services are frequently uncoordinated, duplicative, wasteful, and ineffective. Yet when corrective actions are proposed, they deal only with fragments of the system. The Assembly Symposium on Services to Children and Youth was formed to serve as the focal point of responsibility for assessing the current conditions of children's services and generating and promoting changes in the system. The symposium was planned to extend over five phases, spanning a period of 16 months: The phases are: (1) advance data collection; (2) problem identification workshop; (3) task force studies of the major problem areas identified in Phase 2; (4) mobilization of support through dissemination of task force findings and recommendations and a major children's services conference; and (5) preparation, introduction, and passage of a series of major bills supported by community and statewide organizations. This document summarizes the findings of Phase 1 and reports the findings of the workshop of Phase 2 by outlining specific problem statements and anticipated solutions. A list of the 280 participants is included. (Author/HMV)

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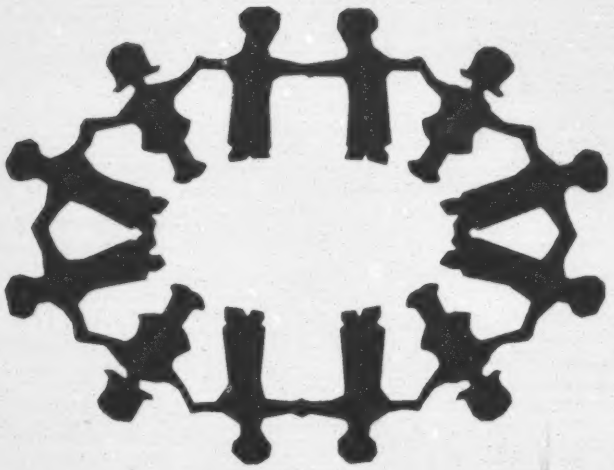

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REPORT OF THE PROBLEM IDENTIFICATION WORKSHOP

PHASE II OF THE CALIFORNIA ASSEMBLY SYMPOSIUM ON SERVICES TO CHILDREN AND YOUTH

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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ASSEMBLY OFFICE OF RESEARCH

CALIFORNIA LEGISLATURE
SACRAMENTO

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CALIFORNIA ASSEMBLY SYMPOSIUM ON SERVICES TO CHILDREN AND YOUTH

INTRODUCTION

California is spending over $4 billion a year to feed, educate, punish, shelter and care for children. Numerous studies have concluded, however, that these services are frequently uncoordinated, duplicative, wasteful and ineffective. Yet when corrective actions are proposed, they deal only with fragments of the system.

Bob Moretti, Speaker of the Assembly, requested the Assembly Office of Research to develop a study model to alter this situation. The Assembly Symposium on Services to Children and Youth was formed to serve as the focal point of responsibility for assessing the current conditions of children's services and generating and promoting changes in the system.

The efforts of the Assembly Symposium will be integrated into the formal legislative process in order to expedite constructive changes. Speaker Moretti, Assemblymen Richard Alatorre, Gordon Duffy, Frank Lanterman and Henry Waxman are members of the Symposium Steering Committee which is charged with the responsibility of organizing and conducting the Symposium. The other 14 members of the Steering Committee are outstanding Californians who have extensive experience in serving children and youth.

Arnold York, President of the California Children's Lobby and an attorney, is chairman of the Steering Committee. The Assembly Office of Research is providing staff assistance and

funds for the study are being provided by the California Assembly Rules Committee.

The Symposium is divided into the following five phases and will span a period of 16 months:

PHASE I. Advance Data Collection - May 1, 1973 to June 23, 1973.

PHASE II. Problem Identification Workshop - June 23, 1973.

PHASE III. Task Force Studies of the Major Problem Areas Identified in Phase II - July 15, 1973 to October 15, 1973.

PHASE IV. Mobilization of Support Through Dissemination of Task Force Findings and Recommendations and a Major Children's Services Conference in November 1973 - September 15, 1973 to December 31, 1973.

PHASE V. Preparation, Introduction and Passage of a Series of Major Bills Supported by Community and Statewide Organizations - January 1, 1974 to August 30, 1974.

PHASE I. ADVANCE DATA COLLECTION

The Assembly Symposium on Services to Children and Youth was formally organized in May 1973. Assembly Office of Research staff analyzed the California "children's budget" and prepared a 48-item annotated bibliography on children's services. The Symposium Steering Committee members were appointed by Speaker Moretti and approximately 400 key resource people were selected to participate in the Problem Identification Workshop.

CALIFORNIA'S BUDGET FOR CHILDREN AND YOUTH

Expenditures on Children and Youth

Percentage by Major Activity

DEPARTMENT OF EDUCATION			
School Finance	$2,163,737,322	47.4%	
Instruction	347,958,093	7.6%	
Other Programs	127,200,894	2.8%	
TOTAL EDUCATION	$2,638,896,309		57.8%
HEALTH AND WELFARE AGENCY			
Department of Social Welfare	$1,245,070,000	27.2%	
Department of Health	587,482,289	12.8%	
Youth Authority	91,362,900	2.0%	
Other Departments	4,238,000	0.2%	
TOTAL HEALTH & WELFARE	$1,928,153,189		42.2%
RESOURCES, AGRICULTURE & SVS.	$2,408,192	--	--
TOTAL EXPENDITURES	$4,569,457,690		100.0%

CHILDREN'S BUDGET

AGENCY/DEPARTMENT	PROGRAM	ACTUAL 1971-72	ESTIMATED 1972-73	PROPOSED 1973-74
AGRICULTURE & SVS. Veterans Affairs	Educational Assistance to Veterans' Dependents	$2,215,721	$2,296,193	$2,303,192
EDUCATION	Instruction			
	Task forces or special projects	$ 1,781,101	$ 2,623,713	$ 2,858,405
	Early childhood education (admin.)	--	100,000	150,000
	Program administration	36,839,304	38,338,289	40,156,944
	Educationally disadvantaged			
	Socioeconomically disadvantaged	147,149,417	136,583,363	138,925,786
	Migrant education	9,808,303	10,624,600	10,717,143
	Preschool education	43,852,123	46,108,167	67,242,653
	Section Sub Total	200,809,843	193,316,130	216,885,582
	Special education students	24,765,348	24,108,595	27,494,078
	Vocational education	53,006,793	61,108,795	60,413,084
	Program Sub Total	$317,202,389	$319,595,522	$347,958,093
	Instructional Support	87,747,814	98,926,991	111,170,576
	School Administration Support	1,231,825	1,477,393	1,564,246
	School Finance and State Aid			
	Administration of state aid	329,860	308,717	286,992
	Apportionment of state aid			
	Statutory derivation formula	1,458,727,334	1,461,135,808	1,465,780,384
	Adjustments for inflation	88,000,000	190,000,000	21,100,000
	Special apportionments	16,581,505	60,261,611	70,954,000
	Adjustments for needs	-62,967,925	-97,112,392	-124,452,064
	Estimated Apportionments	1,500,340,914	1,614,285,027	1,433,382,320
	SB 90 - Statutes of 1972			
	State schools (K-12)	--	--	454,000,000
	Disadvantaged youth	--	--	82,000,000
	Early childhood education	--	--	25,000,000
	Adjustments for inflation	--	--	168,900,000
	Total Apportionments	1,500,340,914	1,614,285,027	2,163,282,320
	Administrative research	314,297	92,398	168,010
	Program Sub Total	$1,500,985,071	$1,614,686,142	$2,163,737,322
	Library Services	7,240,728	9,605,496	9,671,730
	Departmental Management	2,219,558	7,250,008	8,927,585
	AGENCY GRAND TOTAL	$1,916,627,385	$2,048,486,007	$2,638,896,309

AGENCY/DEPARTMENT	PROGRAM	ACTUAL 1971-72	ESTIMATED 1972-73	PROPOSED 1973-74
HEALTH AND WELFARE				
Educational Liaison	Education & Child Development	--	$ 100,000	$ 238,000
	Administration	--	--	3,000,000
	Special Projects & Services	--	--	1,000,000
	Training Family Practitioners	--	$ 100,000	$ 4,238,000
	Dept. Sub Total			
Health	Health Treatment Systems			
	Mentally Disordered [1]	Unavailable	Unavailable	$ 10,867,453
	Community Mental Health	Unavailable	Unavailable	8,669,886
	State Hospital Programs	Unavailable	Unavailable	65,205,295 [2]
	Developmentally Disabled [1]	Unavailable	Unavailable	3,498,542 [2]
	Community Rehabilitation [3]	Unavailable	Unavailable	11,781,296 [2]
	Regional Centers [4]			$100,022,472
	Program Sub Total			
	Health Financing Systems			
	Medi-Cal [5]	Unavailable	Unavailable	$371,600,000 [2]
	Crippled Children's Services [4]	$ 18,421,700	$ 22,485,223	22,939,839
	Program Sub Total	$ 18,421,700	$ 22,485,223	$394,539,839
	Health Protection Systems			
	Preventive Medical Services	Unavailable	Unavailable	$ 1,543,148 [2]
	Infectious Disease Control [4]	Unavailable	Unavailable	366,087 [2]
	Venereal Disease Control [4]	$ 1,814,283	$ 1,760,303	1,458,000
	Maternal and Child Health [4]	Unavailable	Unavailable	35,000 [2]
	Dental Health [4]	Unavailable	Unavailable	3,000,000
	Early Diagnostic Screening [5]			
	Community Services	1,124,548	871,356	Unavailable
	Adoptions Direct [3]	14,627,590	15,635,689	15,556,298
	Adoptions County Svs. [3]	1,483,685	16,294,092	16,000,000
	Child Care (AB 99) [3]	1,704,946	2,981,364	3,327,861
	Child Protective Service [3]	46,201,968	51,353,491	49,111,392
	Education & Child Care [3]	2,100,202	2,421,060	1,164,100
	Licensing [3]	$ 69,057,222	$ 91,317,355	$ 91,561,886
	Program Sub Total			
	Health Quality Systems	Unavailable	Unavailable	Unavailable
	Institutional Health Quality	Unavailable	Unavailable	Unavailable
	Social Service Quality			
	Health Administrative Systems			
	Special Projects	$ 795,286	$ 1,000,285	$ 1,358,092
	Dept. Sub Total	$ 88,264,208	$114,802,863	$587,482,289

AGENCY/DEPARTMENT	PROGRAM	ACTUAL 1971-72	ESTIMATED 1972-73	PROPOSED 1973-74
HEALTH AND WELFARE				
Human Resources	Placement	Unavailable	Unavailable	Unavailable
	Job Development	"	"	"
	Manpower Development	"	"	"
	Migrant Services - Day Care			
Rehabilitation	Rehabilitation of the Disabled	"	"	"
	Nonrehabilitative Services	"	"	"
Social Welfare	AFDC			
	Family Groups (AFDC-FG)	$973,812,000	$952,685,000	$1,041,888,000
	Unemployed Parents (AFDC-U)	158,528,000	126,601,000	128,876,000
	Boarding Homes and Children's Institutions (AFDC-BHI)	69,395,000	70,452,000	74,306,000
	Dept. Sub Total	$1,201,735,000	$1,149,738,000	$1,245,070,000
Special Services	Alcoholism	Unavailable	Unavailable	Unavailable
	Developmental Disabilities	"	"	"
	Narcotics and Drug Abuse	"	"	"
Youth Authority	Community Services	$ 22,081,521	$ 26,185,408	$ 28,971,864
	Rehabilitation Services	52,105,954	60,131,345	57,923,308
	Research	854,635	1,337,610	1,117,282
	Youth Authority Board	374,025	465,841	468,653
	Administration	2,667,310	2,824,420	2,881,793
	Dept. Sub Total	$ 78,083,445	$ 90,944,624	$ 91,362,900
	AGENCY GRAND TOTAL	$1,368,082,653	$1,355,585,487	$1,928,153,189
RESOURCES				
Special Services	Youth Conservation Corps	--	$20,000	$105,000

1/Formerly Mental Hygiene
?/Department estimate of total for children
3/Formerly Social Welfare
4/Formerly Public Health
5/Formerly Health Care Services

A KEY TO CALIFORNIA STATUTES
RELATING SPECIFICALLY TO CHILDREN AND YOUTH

Business and Professions Code
- Division 9 - Alcoholic Beverages.
  - Chapter 16 - Regulatory Provisions.
    - Article 3 - Women and Minors. Sec. 25655.

Civil Code
- Division First.
  - Part 1 - Persons. Sec. 25.
  - Part 1.5 - Uniform Minor Student Capacity to Borrow Act. Sec. 42.1.
  - Part 3 - Personal Relations.
    - Title 2 - Parent and Child.
      - Chapter 1 - Children by Birth. Sec. 193.
      - Chapter 2 - Adoption. Sec. 221.
      - Chapter 3 - Declaration of Parental Relation. Sec. 231.
      - Chapter 4 - Freedom from Parental Custody and Control. Sec. 232.
- Division Second.
  - Part 4 - Acquisition of Property.
    - Title 4 - Transfer.
      - Chapter 3 - Transfer of Personal Property.
        - Article 4 - Uniform Gifts to Minors Act. Sec. 1154.
- Division Fourth.
  - Part 5 - The Family Law Act.
    - Title 1 - Marriage. Sec. 4000.
    - Title 1.5 - General Provisions. Sec. 4350.
    - Title 2 - Judicial Determination of Void or Voidable Marriage. Sec. 4400.
    - Title 3 - Dissolution of Marriage. Sec. 4500.
    - Title 4 - Custody of Children. Sec. 4600.
    - Title 5 - Support of Children. Sec. 4700.
    - Title 6 - Property Rights of the Parties. Sec. 4800.
    - Title 7 - Uniform Divorce Recognition Act. Sec. 5000.
    - Title 8 - Husband and Wife. Sec. 5100.

Code of Civil Procedure
- Part 3 - Of Special Proceedings of a Civil Nature.
  - Title 11a - Conciliation Proceeding.
    - Chapter 1 - Children's Court of Conciliation Law.
      - Article 1 - General Provisions. Sec. 1730.
      - Article 2 - Children's Courts of Conciliation. Sec. 1740.
      - Article 3 - Proceedings for Reconciliation of Spouses. Sec.1760.

Corporations Code
- Title 1 - Corporations.
  - Division 2 - Nonprofit Corporations.
    - Part 4 - Societies for the Prevention of Cruelty to Children and Animals. Sec. 10400.

Education Code

Part 1 - General Provisions and Organizational Structure of the Public School System.
- Division 1 - General Provisions. Sec. 1.
- Division 2 - State Educational Agencies. Sec. 101.
- Division 3 - County Organization. Sec. 601.
- Division 4 - Local Educational Agencies. Sec. 911.
- Division 5 - Organization and Reorganization of School Districts. Sec. 1601.

Part 2 - The Educational Program and Personnel.
- Division 6 - The System of Public Instruction. Sec. 5001
- Division 7 - Educational Program. Sec. 7500.
- Division 8 - Instructional Materials. Sec. 9201.
- Division 9 - Pupils. Sec. 10501.
- Division 10 - Employees. Sec. 12901.

Part 3 - Property, Transportation and Finance.
- Division 11 - School Sites and Construction. Sec. 15001.
- Division 12 - Management and Control of School Property and Equipment. Sec. 15801.
- Division 13 - Supplementary Services. Sec. 16801.
- Division 14 - State Financial Support and Management. Sec. 17151.
- Division 15 - County Financial Support and Management. Sec. 20101.
- Division 16 - Local School District Financial Support and Management. Sec. 20501.
- Division 16.5 - Higher Education. Sec. 22500.

Part 4 - Educational Institutions, Libraries, and Misc. Provisions.
- Division 17 - The University of California. Sec. 23001.
- Division 18 - The State Colleges. Sec. 23601.
- Division 18.5 - The Junior Colleges. Sec. 25410.
- Division 19 - Special Schools under the Jurisdiction of the State Department of Education. Sec.25551
- Division 20 - Libraries. Sec. 27000.
- Division 21 - Private Educational Institutions. Sec. 29001.
- Division 22 - Misc. Provisions relating to Education. Sec. 31001.
- Division 23 - Public Service Internship Program. Sec. 35000.
- Division 24 - Supplementary Education Act of 1971. Sec. 36000.

Health and Safety Code

Division 1 - Administration of Public Health.

Part 1 - State Department of Public Health.

Chapter 2 - Powers and Duties.
- Article 2 - Crippled Children's Services. Sec. 249.
- Article 2.5 - Medical Tests for Newborn Children. Sec. 280.
- Article 2.7 - Prenatal Care. Sec. 290.
- Article 3 - Child Hygiene. Sec. 300.
- Article 3.3 - Child Nutrition. Sec. 310.
- Article 7.5 - Mentally Retarded. Sec. 415.

Division 4 - Communicable Disease Prevention and Control.
- Chapter 4 - Venereal Disease. Sec. 3180.
- Chapter 7 - Immunization against Poliomyelitis. Sec. 3380.
- Chapter 8 - Immunization against Measles. Sec. 3400.
- Chapter 10 - Immunization against Communicable Diseases. Sec. 3480.

Division 9 - Vital Statistics. Sec. 10000 et seq.

Division 25 - Services for the Mentally Retarded. Sec. 38000 et seq.

Labor Code
- Division 2 - Employment Regulation and Supervision.
  - Part 4 - Women and Minors.
    - Chapter 1 - Wages, Hours, and Working Conditions. Sec. 1171.
    - Chapter 2 - Occupational Privileges and Restrictions.
      - Article 2 - Minors. Sec. 1290.
    - Chapter 3 - Working Hours.
      - Article 2 - Minors. Sec. 1390.
- Division 4 - Workmen's Compensation and Insurance.
  - Part 1 - Scope and Operation.
    - Chapter 2 - Employers, Employees, and Dependents.
      - Article 3 - Dependents. Sec. 3500.

Military and Veterans Code
- Division 2 - The Military Forces of the State.
  - Part 2 - California Cadet Corps and Voluntary Organizations. Sec.500.
- Division 4 - Veterans' Aid and Welfare.
  - Chapter 4 - Educational Assistance.
    - Article 2 - Veterans' Dependents. Sec. 890.

Penal Code
- Part 1 - Of Crimes and Punishments.
  - Title 9 - Of Crimes against the Person and against Public Decency and Good Morals.
    - Chapter 1 - Rape, Abduction, Carnal Abuse of Children and Seduction. Sec. 261.
    - Chapter 2 - Abandonment and Neglect of Children. Sec. 270.
    - Chapter 3 - Abortion. Sec. 274.
    - Chapter 4 - Child Stealing. Sec. 278.
- Part 3 - Of Imprisonment and the Death Penalty.
  - Title 7 - Administration of the State Correctional System.
    - Chapter 4 - The Youth Authority. Sec. 6000.
- Part 4 - Prevention of Crimes and Apprehension of Criminals.
  - Title 2 - Control of Deadly Weapons.
    - Chapter 6 - Miscellaneous.
      - Article 1 - Minors. Sec. 12550.

Probate Code
- Division 4 - Guardian and Ward.
  - Chapter 1 - The Relationship and Rules Governing its Creation. Sec. 1400.
  - Chapter 2 - When Guardianship Not Necessary. Sec. 1430.
  - Chapter 3 - Appointment of Guardians for Minors. Sec. 1440.
  - Chapter 12 - Termination of Guardianship. Sec. 1590.

Public Resources Code
- Division 4 - Forests, Forestry and Range and Forage Lands.
  - Part 4 - Conservation and Training Program.
    - Chapter 1 - California Conservation Camp Program. Sec. 4951.
- Division 12 - California Youth Conservation Corps. Sec. 14000.

Unemployment Insurance Code
Division 3 - Human Resources Development.
Part 1 - Human Resources Development Act of 1968.
Chapter 1 - General Provisions and Definitions. Sec. 9000.
Chapter 2 - Division of Job Training and Development and Placement. Sec. 9500.
Chapter 3 - Job Training and Development and Placement Services Advisory Board. Sec. 10000.
Chapter 4 - Programs. Sec. 10500.
Chapter 5 - Fiscal Programs. Sec. 11000.
Part 2 - Employment Opportunities Act of 1971. Sec. 11500.
Division 4 - Career Opportunities Development. Sec. 12000.

Vehicle Code
Division 6.5 - Motor Vehicle Transactions with Minors. Sec. 15500.

Welfare and Institutions Code
Division 2 - Children.
Part 1 - Delinquents and Wards of the Juvenile Court.
Chapter 2 - Juvenile Court Law. Sec. 500.
Chapter 3 - Institutions for Delinquents. Sec. 1000.
Chapter 4 - Interstate Compact on Juveniles. Sec. 1300.
Division 2.5 - Youths.
Chapter 1 - The Youth Authority. Sec. 1700.
Chapter 9 - Youth Services Bureau. Sec. 1900.
Division 6 - Admissions and Judicial Commitments. Sec. 6000.
Division 7 - Mental Institutions. Sec. 7000.
Division 8 - Miscellaneous.
Chapter 1 - Public Guardian. Sec. 8000.
Division 9 - Public Social Services. Sec. 10000.
Part 3 - Aid and Medical Assistance. Sec. 11000.
Chapter 2 - Aid to Families with Dependent Children. Sec. 11200.
Part 4 - Institutions and Other Facilities for the Care of Children and Aged Persons.
Chapter 1 - Institutions for Child Care and Home-Finding Agencies. Sec. 16000.
Chapter 2 - County Adoption Agencies. Sec. 16100.
Chapter 2.1 - Aid for the Adoption of Children. Sec. 16115.
Chapter 2.2 - State Adoption Services. Sec. 16130.
Chapter 2.5 - Preschool, Children's Center, and Day Care Programs. Sec. 16150.
Chapter 3 - Institutions and Boarding Homes for Persons Aged 16 and Above. Sec. 16200.
Chapter 5 - State Protective Services for Children. Sec. 16500.
Part 6 - Miscellaneous Provisions.
Chapter 4 - Protective Services for Children. Sec. 18250.
Chapter 7 - Uniform Transfer of Dependents Act. Sec. 18400.
Division 10 - State Department of Rehabilitation. Sec. 19000.

PHASE II. PROBLEM IDENTIFICATION WORKSHOP

The Workshop was designed to obtain a comprehensive picture of how the system for services to children and youth is viewed by the public and to identify a number of top priority problems for detailed study in Phase III.

Through the efforts of the Symposium Steering Committee over 400 people representing the following groups were invited to participate in the Symposium:

* Legislators and administrators at state and local levels;
* Police, probation, and Youth Authority;
* Juvenile Court System;
* Universities and colleges;
* Clients (persons including children and youth receiving or having received services);
* Citizens' organizations;
* Media personnel; and
* Education, health and welfare agencies.

The Workshop was held in Sacramento on June 23, 1973 and was conducted by Ronald H. Fremlin, Director of the Tahoe National Training Center. The information contained in the following pages was generated by the 280 people who participated in the Workshop. Participants were divided into 28 groups with approximately ten persons at each table.

DEVELOPMENT OF GOALS

Each Workshop participant listed his goals for a system of services to children and youth. A tabulation of the goals in order of their frequency is presented below:

NUMBER OF TIMES LISTED	GOALS
146	1. A coordinated and effectively administered comprehensive child/youth services commission or bureau. Included in such a service would be: a) all needed child/youth services; b) the coordination of other child/youth agencies; c) the coordination with other community agencies; d) an evaluation and monitoring of all services; e) a consistent funding mechanism; f) a quick response to child needs; g) state standards for services; and h) an ongoing information service.
110	2. A quality education. This education would encompass a well-rounded course curriculum which, in addition to academic training, would include: a) vocational training at an early age; b) practical experience, such as work study and independent study programs; and c) parent education courses.
66	3. A child advocacy system. A centralized advocacy system would make needed services available to children regardless of their economic or social background.
54	4. Health care for everyone, regardless of income. Health care facilities would cooperate to insure that service areas are not duplicated or neglected. Prospective parents, health workers and children would be instructed in the special medical needs of children, including drug abuse and venereal disease.

NUMBER OF TIMES LISTED	GOALS
47	5. Financial support for all programs designed to meet the needs of children and youth. Financial support would include income maintenance so that the basic needs of individuals would be met plus funding for single parents which would allow adequate care for their children.
44	6. Protective services and security for children. Alternatives to the current juvenile justice system would be available which would remove the system from the control of the law enforcement agencies. In addition, there would be a more effective system for detecting child abuse, less institutional care and better foster care.
37	7. Special programs. Resources and counseling would be available for the parents and the child who has special needs, regardless of the handicap or degree of severity.
34	8. Improvement of the child's self image. The child's image of himself would improve by his knowing that he has a valuable contribution to make to society. Since this sense of worth comes from freedom of growth and expression, there would be allowances for such development in the system.
32	9. The participation of parents and youth in the decision-making of child and youth agencies. Parents and youth would also participate in rendering services and agencies would consider the input of different cultural groups in their decision-making.
30	10. A strengthened and stablized family structure. The stability of the family unit would stem from the use of guidance programs and family support services. These services would also prevent later problems.

NUMBER OF TIMES LISTED	GOALS
27	11. Day care centers for all children. The number of child care facilities would be increased and the administration of these facilities would be improved. There would also be adequate funding for all child programs.
26	12. Implementation of a comprehensive legislative program devoted to child rights and child services. The legal rights of children and youth would be defined and established, assuring them of equal protection under the law, regardless of economic or social background.
19	13. Job training and youth employment programs. A comprehensive program would prepare youth for the job market and provide assistance in gaining meaningful employment.
19	14. Recreational activities and facilities geared to meet the needs of youth. New kinds of indoor and outdoor recreation facilities would be developed, and neighborhood centers would be increased and staffed with competent workers. Youth would participate in the decision-making involved in recreational activities.

GENERATION OF PROBLEM STATEMENTS

Each Workshop participant listed all of the problems facing children in California today. The data produced over 1,396 individually stated problems which were categorized as follows:

NUMBER OF TIMES LISTED	PROBLEMS
	I. ORGANIZATIONAL PROBLEMS
9	Child Labeling: lack of service because the child does not fit into a category
125	Poor education system: rigidity of school system and administration lack of focus on individual drop-outs no alternative education system low teacher quality
135	Poor administration and operation of youth serving agencies: lack of coordination fragmentation of services competition of agencies inadequate management inaccessibility and inequality of access to services methodological problems
	II. UNMET NEEDS
22	Inadequate vocational training and career counseling
29	Drug programs, drug education
30	Lack of protective services for abused children
39	Lack of education for potential parents
43	Foster Homes - lack of adequate alternative living plans when no home of own

NUMBER OF TIMES LISTED	PROBLEMS
	II. UNMET NEEDS (continued)
46	Lack of youth employment opportunities
65	Income maintenance - financial aid for families and youth
66	Other general service needs that are not met
87	Inadequate day care/child care services
93	Leisure time activities - development of suitable recreational programs
120	Lack of education and special services for special groups, e.g., physically or mentally handicapped, multi-lingual, minority, ethnic, cultural
166	Unmet mental, physical and pre-natal health needs
	III. LEGAL ASPECTS
12	Lack of legislative representation of children and children's services
16	Unnecessary incarceration of children
25	Legal rights of children within and without the corrective system have not been protected.
29	Lack of communication between legal authorities and children, discriminatory laws and police suppression
41	An unresponsive, stringent, and archaic court system
	IV. COMMUNITY ATTITUDES
24	Social prejudice, racism and cultural conflicts, and sexism
77	Lack of community involvement and awareness, lack of structured advocacy policy
83	Development of poor self-image, juvenile delinquency

NUMBER OF TIMES LISTED	PROBLEMS
	V. GENERAL
52	Family group problems - inter-family relationships, lack of communication, family planning
61	Inadequate financing of services and programs for children and youth

PROBLEM REFINEMENT

After each participant listed the problems facing children, each group discussed all the problems listed by the persons at the table. Next, each group decided which were the ten most significant problems and then agreed on the five top ranking problems in order of importance.

The five most significant problems as determined by each group are presented below:

Table 1:

1. Adults not behaving responsibly toward children.
2. Incomprehensible bureaucracy which provides fragmented services for children and inadequate and capricious funding.
3. Family instability and lack of adequate services to assist in stabilizing the family.
4. Lack of comprehensive preventive approaches in children's services.
5. Children's services which are affected by racism, sexism and violence.

Table 2:

1. Lack of legislative responsibility to implement needed legal changes for problems that have frequently been identified.
   Inadequate, sporadic funding resulting from lack of planning and commitment -- both qualitative and quantitative.
2. Closure of state hospitals for mentally ill and mentally retarded with no facilities within communities for those children who are in desperate need.
3. Schools which lack cultural pluralism, responsiveness, and flexibility to meet individual children's needs. No responsibility taught to children in schools; low achievement levels in reading.
4. Problems of "troubled" children: a "juvenile justice" system which is a non-justice system with no real services for rehabilitation and correction of children's deviance. No civil rights for children.

5. No commitment to research and training on the part of workers, parents, and in-service staff.

Table 3:

1. Lack of community and parent awareness of children's needs, including family life education in media and school textbooks. Need for local and state organizations to provide information on solutions to problems existing in services to children.
2. Inadequate basic standard of living. Low earnings for women. Inappropriate penalties against the poor in welfare system. Inadequate funding of housing, nutrition, and health care.
3. Inadequate civil rights for children which exclude economic support, guardianship, and protection from hazards, molestation, and abuse.
4. No provision for an appropriate education for all children, nor recognition of the needs of bilingual children and of damage to their self-image. Lack of early identification and diagnosis of special problems.
5. Lack of access, because of economic level, to a full range of services at all levels including diagnostic evaluation and health services.

Table 4:

1. Lack of public responsibility for the needs and problems of all children which will complement and place in perspective the traditional view of individual parent responsibility.
2. Lack of coordination and coherence in systems designed to provide services to children. Inadequate funding, both as to quantity of funds and structure of funding systems.
3. General inadequacy of training for parenthood, and, specifically, a need to change the present system of sex-role distinctions and discrimination between male and female parents.
4. Lack of a system of alternative living arrangements for children of all ages whose needs would be better served out of the home of the biological parents.
5. Need to change those service systems which emphasize social control instead of prevention of problems, and need to modify the juvenile justice process away from the adversary system.

Table 5:

1. Lack of vocational and career education. Insufficient year-round youth employment opportunities.
2. Fragmentation of services -- funding and service delivery. Impact on children of labeling which results from artificial isolation.
3. Juvenile delinquency, lack of understanding and inability to cope with destructive behavior.
4. Need for expanded child care services.
5. Need for identification, assessment, placement and follow-up of handicapped children in schools and community.

Table 6:

1. Lack of preschool education and child care centers with mandated developmental screening.
2. Lack of meaningful and sufficient employment opportunities with adequate career development and training.
3. Lack of multi-cultural and multi-lingual education programs with alternative education programs.
4. Need for comprehensive family life education, drug abuse education, and rehabilitation system for all youth under 18.
5. Poor facilities and services for physical and mental health.

Table 7:

1. No comprehensive child services delivery system. Lack of coordination. Duplication of services. Poor communications.
2. Lack of adequate income and services to meet basic youth needs. Includes lack of sufficient family income and lack of job opportunities for youth. Poor mental health, medical, and corrections services.
3. Need for whole gamut of pre-school services, particularly for bilingual and bicultural children, i.e., education, medical, mental health, and parent education.
4. No social and emotional pay-offs for children and youth. No reinforcement for socially desirable behavior.

5. Need for permanent planning and services for children who cannot remain with their own family, i.e., adoptions, run-aways, abandoned children, foster children.

Table 8:

1. Problems with family health education including prevention, treatment, rehabilitation, and accessibility of services, especially in the area of chemical or drug abuse.
2. Isolation of children into separate groups as a result of funding sources and labeling.
3. Unavailability of appropriate day care and pre-school programs for children of all socio-economic levels.
4. Inequities in the application of legal rights of children, including child labor laws and child abuse.
5. Inability of the educational system to meet the needs of children and youth in a rapidly changing society.

Table 9:

1. Inadequate health care for children, both physical and mental.
2. Existence of multi-ethnic and multi-lingual barriers within the child care system.
3. Need for a centralized child advocate system within communities to provide information on available child care programs and assistance in locating these programs. No existing agency supportive of children's legal rights.
4. Lack of services to help strengthen natural families and substitute family groups.
5. Unavailability of quality education to some children. Lack of accountability by education system to parents, foster parents, and concerned agencies.

Table 10:

1. Failure of the juvenile court to function as a protective agency for the welfare of the child, a situation that is aggravated by the introduction of adversary proceedings.
2. Need for better community based diversion programs, and more flexibility in referral within the juvenile justice system.

3. Lack of emphasis on career and vocational training and too much emphasis on college.
4. Inability of parents to pay enough attention to their children due to stresses of modern life and socio-economic factors, combined with lack of a single place where parents can go for information, help, and follow-up.
5. Too much bureaucracy.

Table 11:

1. Inadequate and inequitable funding for individuals and systems with community involvement.
2. Need for educational system that provides programs for all children according to capabilities -- for optimum growth and development.
3. Need for elimination of physical illnesses and other debiliting factors. Need for mental health resources and opportunities for the disabled.
4. Legal and social injustice.
5. Poor quality of life in total environment: lack of housing and playgrounds.

Table 12:

1. Denial to children of basic human rights. Lack of care for children found at the root of all problems associated with services to children and youth.
2. Lack of coordination, fragmentation, and wasteful duplication of services to children.
3. Shortage and/or improper usage of funds which weaken services to children and youth.
4. Faulty structure of delivery services.
5. Lack of consolidation of health care services. Lack of access for every child to adequate physical, emotional-medical, and social-health services.

Table 13:

1. Need for recognition of the child as an individual with rights and not just a ward of his/her parents.
2. Lack of a national social aim for the child to develop self-identity, individually and collectively. Fragmented educational and judicial systems.

3. Need for parents to recognize their obligations.
4. Need for revised licensing and certification of probation workers. Need for readily accessible crisis counseling by qualified individuals.
5. Need for alternative education to meet specialized needs and to better prepare youth.

Table 14:

1. Lack of communication between consumer and providers.
2. Need for parent education.
3. Insufficient coordination of child care programs.
4. Need for economic and legal status for children.
5. Need for realistic education for children.

Table 15:

1. Need for advocacy for children which would lead to mandatory legislation funding.
2. Need for Parent Aids (including single parents) via parent education and emergency family mental health services.
3. Need for responsible developmental day care for all children.
4. Need for a central children's services referral agency.
5. Educational system unresponsive to children's individual needs.

Table 16:

1. Need for community involvement in lieu of probation system.
2. Lack of children's rights.
3. Lack of health services.
4. Lack of educational services for parents.
5. Systematic segregation of children.

Table 17:

1. Inadequate public policy and commitment.
2. Inadequate funding.
3. No central coordination or communication.
4. Inadequate detection/response.
5. Children's rights unrecognized.

Table 18:

1. Lack of financial commitment to children and youth programs and services.
2. Inadequate representation or lack of representation of youth under 18 and of the community in the shaping of the decisions and programs affecting them and their community.
3. A school system which is not geared to meeting the immediate or long-range needs of youth.
4. Inconsistency in the application of values to youth versus adults, for example, in the juvenile justice system.
5. Poor coordination among agencies administering programs that provide services to the young.

Table 19:

1. Lack of quantity, quality and variety in education systems with respect to child and community needs.
2. Need for more money at local and state levels.
3. Inadequate coordination of existing systems to meet child and community needs.
4. Need for a child advocate on local and state levels "and the involvement of children and youth in an advocate role."
5. Inconsistent values as applied to adults and children.

Table 20:

1. Need for overall coordination of services to children and youth.
2. Inadequate employment for children and youth.
3. Lack of alternatives to the juvenile justice system.
4. Insufficient day care centers and facilities.
5. Unavailability of educational alternatives for all children and a lack of special services for children and youth with special needs.

Table 21:

1. Lack of coordination, planning, research, and long-term adequate funding in the area of child/youth services.
2. Lack of a defined guaranteed minimum standard of living for all children in every aspect of need, including nutrition, medical and mental health.

3. No competent system of juvenile justice.
4. Inadequate educational programs for children with special needs (including special education, nursery school, day care, bilingual-bicultural and individualized programs).
5. Absence of a children's advocacy system.

Table 22:

1. Lack of family centered and supportive services which recognize alternative family life styles.
2. Absence of adequate financial support and sources of funding for services, programming and coordination.
3. Lack of adequate health services, including mental health and nutrition. Lack of adequate facilities to meet the health needs of children and their families.
4. Negative and lasting effects of the education and juvenile justice systems on the rights and dignity of children.
5. Labeling of children by their problems which tends to neglect the whole child.

Table 23:

1. Administrators and legislators who are generally ignorant of local situations and real needs.
2. Uncoordinated services from which few people know how to secure the help they need. No effort made to orient consumers or potential recipients to existing services and to show how they can be obtained.
3. An existing system of services oriented to problems rather than a programmatic approach which considers the total needs of the whole child.
4. The institutional process of the existing system, which excludes the family and results in the parents 1) having no opportunity for counsel or training in their responsibilities and 2) failing to support the child's educational development.
5. Programming the recipient for failure by placing him in a role of dependency upon the institutions that supply his services. When these institutions fail, the individual fails.

Table 24:

1. Shortage of adequate resources for children and youth in the community: 1) Drug Abuse Clinics; 2) Health Education; 3) Day Care.
2. Social service institutions which are not responding effectively to the needs of children: a) Inability of present "system" to respond to today's problems; b) Bureaucratic self-perpetuation.
3. Failure of the schools to provide children with a variety of developmental opportunities.
4. Services designed to meet the needs of adults, not children. Powerlessness of children to affect their own destiny.
5. Inadequate financial resources available to children and youth. Misuse of financial resources, and excessive administrative costs at the expense of program needs.

Table 25:

1. Inadequate services for early diagnosis and treatment of physical, social and emotional problems of children and their families.
2. Poverty.
3. Fragmented delivery systems.
4. Lack of sufficient citizen-consumer involvement in policy determination; lack of choices of health services.
5. Inadequate child care, child development and education services for children.

Table 26:

1. Insufficient legal and civil rights of children and youth due to insensitivity and non-recognition of the needs and problems of children and youth.
2. Lack of advocacy for children and youth.
3. Lack of accessible comprehensive quality health care.
4. Inadequate and unresponsive educational system.
5. Inconsistency in funding programs from year to year.

Table 27:

1. Children's lack of rights/involvement in an adult controlled society.
2. Limited preparation for life from the educational system.
3. Resistance to recognizing, accepting, appreciating and dealing with problems of youth, individual and cultural differences and cultural change.
4. Lack of planning and funding of personnel, services, and lack of coordination of services to the total child.
5. Lack of opportunities, especially in the fields of transportation, employment, and recreation.

Table 28:

1. No preparation at any educational level for living, work, or parenthood.
2. Limited community awareness regarding legislation and needs of children.
3. Lack of comprehensiveness within each service system and across systems as well.
4. No positive role models for children. Problems of role modeling as affected by negative mass media.
5. California's willingness to invest more and more dollars as the child's distance from his biological family increases.

PRIORITY PROBLEMS

The five significant problems listed by each table were analyzed by the Assembly Office of Research staff. The Office found that all of these problems could be categorized into 16 problem areas. In Figure 1, these categories are shown in the column headed Problem Areas.

The participants at each table ranked the problems they listed from one to five. One indicates the highest priority and five indicates the lowest. The boxes next to the 16 categories are headed Table Numbers and show the priority ranking given each category by each table. For example, in category 1, Family Instability, Table 4 ranked this problem as 3. Some tables did not list a particular problem area; hence, for such a table that problem area did not receive a priority ranking. Some tables listed two problems which the Office of Research determined fell within only one category. In this case, the priority ranking for both problems is shown in the appropriate category.

The priority rankings for each problem category were summed and the sum was divided by the number of times the problem was listed. The resulting number is shown in the column headed Priority Score. The number of problems from the tables listed within each area is shown in the Frequency Score column. The number of tables which listed a particular category is shown in the column headed Table Frequency Score.

Fig. 1.--Problem Priority Graph

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TABLE NUMBERS

	PROBLEM AREAS	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	Priority	Frequency	Table Frequency
1	Family Instability	3/5		1/2	3		4	2	1	4	4			3	2	2	4					2	1	4		1/2			4/5	2.8	21	17
2	Svcs. Coordination	2			2			1			5		2/4	2	3	4		3	5	3	1	1	2/5	2/5	2	3		4	3	2.9	22	19
3	Child or Day Care				4	4	1	5	3							3					4	4			1	5				3.4	10	10
4	Funding	2	1	2	2	2		1	2			4	3		1			2	1	2		1	2		5		5	4	5	2.5	19	19
5	Public Attitudes	1	5	1	1			4			4	1/5		2/3			1	1	4	5				1			4	3	2	2.6	19	16
6	Child Advocacy									3						1		5		4		5					2			3.3	6	6
7	Health		2	2			5	3		1		3	5			2	3					2	3		1	4				2.7	13	13
8	Education		3	4/1		1	1	3	1/5	5	3	2	2		5	5	4/5		3	1	5	4	4	4	1/3	5	4	2	1	3.0	28	24
9	Employment					1	2	2			3			2							2							5	1	2.3	8	8
10	Preventive Service	4		4	5				1									4						3		1			3.1	7	7
11	Inaccessibility		2/5	5				1/5	1/3	4/5	2		5	3	2		3/4			1	4/5	4/5	1/3			2/3				3.2	24	14
12	Juvenile Justice		4		5	3					1	4		2	4				4		3	3	4							3.4	11	11
13	Children and Law		4	3					4	3			1	1			2	5							4		1	1		2.6	11	11
14	Legislative Respon		1													1		1	2					1			1		2	1.3	7	7
15	Special Problems Svc		2			5															5									3.0	3	3
16	Individual & Cult.	5	3	4			3	3		2						5						4						3		3.4	9	9

Note: Numbers in boxes represent table priority score (1-5).

TASK FORCE AREAS

The 16 problem areas were further consolidated by the Steering Committee into ten task force areas. These areas, listed according to priority, are:

1. UNSATISFACTORY COORDINATION OF SERVICES TO CHILDREN

This problem designation includes:

- Poor communication between agencies.
- Duplication of services by many agencies.
- Lack of economy and efficiency in delivery of services.
- Lack of coherent objectives in service programs.

There appears to be a widespread sentiment that child-serving agencies are too rigidly bureaucratic and committed to fragmentary, competitive service patterns.

2. EDUCATION

The most numerous complaints identified the rigidity and irrelevancy of the public education system. Specific concerns highlighted:

- Inadequate preparation for living in the contemporary world.
- Failure of the education system to respond to needs of individuals and groups with special problems.
- Inequality of opportunity; unevenness of quality of education.

Complaints regarding family life education and vocational education are noted under other appropriate problem identifications.

3. PUBLIC ATTITUDES: AWARENESS OF PROBLEMS, LEVEL OF COMMITMENT AND RESPONSIBILITY

This complex problem was expressed in a variety of ways:

- Lack of public awareness of problems of children and youth, and of the inadequacies of service systems.

- Conflicting or confused values, norms and standards within the society, such as a view of children as property, an inappropriately high emphasis on the personal responsibility of parents for their children, but an inappropriately low sense of collective responsibility for all children.

- Lack of leadership in government for reviewing these issues.

4. CHILD ADVOCACY

This issue is closely related to the problem of public awareness. It appears to be perceived in several dimensions:

- The need for developing a public mechanism to provide visibility and a clear voice for enunciating the needs and rights of children.

- The need to develop among child-serving agencies and professionals an "ombudsman" attitude and take concommitant actions on behalf of children.

5. JUVENILE JUSTICE SYSTEM

Specific issues identified by the participants are:

- The need for alternatives to the juvenile justice system.

- Problem of youth being inappropriately placed in a positive system.

- Need for services for delinquents' families.

- Court system does not respect the needs and rights of juveniles.

6. FUNDING OF SERVICES FOR CHILDREN AND YOUTH

Great concern over funding, both public and private, was expressed, including the following:

- Inconsistent and inadequate funding of services.
- Poor planning and insufficient financial commitment by government.
- Too much money diverted to administration.
- Uncertain and unsystematic funding process.

7. EMPLOYMENT AND JOB TRAINING

Two specific problems received the most attention:

- Lack of job opportunities for youth; where jobs are available, lack of meaningful employment opportunities.
- Inadequate training for jobs, both in and out of the education system.

8. FAMILY INSTABILITY

Problems designated as contributing to difficulties in family functioning, including inadequacies in:

- Education and information for parents and prospective parents (family life education).
- Income maintenance and services for poverty families, (especially single parent families), families with special needs and substitute family groups (e.g., foster homes).
- Wages of women, especially female heads of household.
- Family health education and information.
- Early diagnosis and treatment of family problems.
- Good family "role model."

9. HEALTH

Generally, participants cited a need for comprehensive or total mental and physical health care services:

- Consolidation of health care services.
- Emergency family mental health services.
- Health education and nutritional guidance services.

10. INSUFFICIENT CHILD OR DAY CARE SERVICES TO CHILDREN AND YOUTH

Emphasis was on continuing lack of:

- Custodial and developmental services for children whose parents cannot care for them for part of the day.
- Facilities for such services.

All participants were asked to fill out evaluation sheets at the beginning and end of the Workshop. The results are as follows:

PARTICIPANT EVALUATION

Check below the degree to which you agree with the following statements:

1. At this point in time, my knowledge of the Assembly Symposium is at the following level:

1	2	3	4	5	6	7	8
			4.0820		5.8476		
Lowest							Highest

2. At this point in time, my individual contribution to the Assembly Symposium is at the following level:

1	2	3	4	5	6	7	8
	2.5230			5.0761			
Lowest							Highest

3. At this point in time, my satisfaction with the direction of the Assembly Symposium is at the following level:

1	2	3	4	5	6	7	8
		3.4871		5.1833			
Lowest							Highest

4. At this point in time, I am at the following level of involvement in the Assembly Symposium:

1	2	3	4	5	6	7	8
	2.3487			5.3809			
Lowest							Highest

5. At this point in time, I am at the following level of commitment to the Assembly Symposium:

1	2	3	4	5	6	7	8
			4.0615		6.1190		
Lowest							Highest

Evaluation before the Workshop - - - - -

Evaluation after the Workshop _____

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